

City of Newport News

Jefferson Avenue Corridor Study

September 2009



CKS

ARCHITECTURE &
URBAN DESIGN

RESOLUTION NO. 11883-09

A RESOLUTION ADOPTING THE JEFFERSON AVENUE CORRIDOR STUDY IN FURTHERANCE OF THE GOALS AND POLICIES OF THE CITY'S COMPREHENSIVE PLAN.

WHEREAS, the Council of the City of Newport News, Virginia, has adopted a comprehensive plan identified as the "*Framework for the Future*" to provide a general guide for the planning and development of the City; and

WHEREAS, the "*Framework for the Future*" recommends the preparation of corridor plans "to identify improvements to the visual quality and traffic flow and reducing the chaotic signage, multiple driveways and overhead utilities" of its corridors; and

WHEREAS, the "*Framework for the Future*" identified the Jefferson Avenue corridor in the Southeast Community for redevelopment and economic revitalization; and

WHEREAS, the Jefferson Avenue Corridor Study (the Study) addresses such issues as landscaping, streetscape, sidewalks, and improving the visual landscape by removing above ground utilities, and recommends design guidelines for future redevelopment within the Jefferson Avenue corridor from 25th to 36th Streets; and

WHEREAS, the Study furthers the City's goal of redeveloping its commercial corridors through public right-of-way improvements; and

WHEREAS, the Study advances the recommendations of the "*Framework for the Future*".

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Newport News, Virginia:

1. That it finds the Jefferson Avenue Corridor Study furthers the economic, transportation and land use goals, policies and strategies in the City's comprehensive plan, the "*Framework for the Future*".

2. That it hereby adopts the Jefferson Avenue Corridor Study, a copy of which is attached hereto.

PASSED BY THE COUNCIL OF THE CITY OF NEWPORT NEWS ON SEPTEMBER 8, 2009

Mabel Washington Jenkins, CMC
City Clerk

Joe S. Frank
Mayor

A true copy, teste:

City Clerk



Jefferson Avenue Corridor Study

City of Newport News

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Executive Summary

Jefferson Avenue was once the heart and soul of Southeast Newport News. As the Southeast Community emerges from years of decline, sites for neighborhood-serving retail, offices for local professionals and new types of housing will be needed in locations that are centrally located and have good highway and transit access. Jefferson Avenue, once the thriving center of the community, should once again provide an attractive, and vital, gateway to the Southeast community.

This study will serve as a guide—and ideally as a lure—for neighborhood and regional retail and mixed-use development seeking to locate in the Jefferson Avenue Corridor between 25th and 36th Streets. These guidelines are particularly relevant in light of current efforts to redevelop the Southeast Commerce Center with mixed-use development. This project will benefit from additional controls on adjacent properties.

Through the use of zoning overlays, design guidelines, and strategic public investment in the streets, sidewalks and parks, the City of Newport News intends to ensure a more attractive environment to attract private investment in this community. With this effort and additional development incentives, Jefferson Avenue can re-emerge as an outstanding new gateway and a source of pride to the Southeast Community.

The study recommends expansion of the Lower Jefferson Avenue Urban Corridor Overlay District, and relocation of the overhead utilities. The recommendations are the result of a year of public outreach and discussion with community leaders.

Mid-20th Century



Summary of Recommendations

- Introduce on-street parking on Jefferson Avenue where feasible.
- Extend the Lower Jefferson Avenue Urban Corridor Overlay District to 36th Street, to ensure quality new projects and protect public investments.
- Study relocation of overhead utilities to the Interstate 664 corridor.
- Introduce pedestrian-scaled street lights, and street trees within the corridor.
- Restrict curb cuts on Jefferson Avenue frontages.
- Address the gap in bus service on Jefferson Avenue.
- Pursue historic designation of eligible buildings at 25th Street and Jefferson Avenue to secure funding to improve or repair derelict structures.
- Coordinate approved streetscape and landscape improvements on Jefferson Avenue with private development efforts such as the Southeast Commerce Center.
- Continue to provide robust financial incentives that will attract investment to the Jefferson Avenue Corridor in conjunction with these design development guidelines.



Today

Introduction

SECTION CONTENTS

The Study Area

Purpose of the Study

Planning Process

Development Context

From the Framework for the Future (2030), Economic Development Goals, Policies, Strategies and Implementation Actions:

3.1.3: Create a commercial conservation district along Jefferson Avenue south of 35th Street. Focus commercial rehabilitation loans, code enforcement, and development review activities in district along Jefferson Avenue south of 36th Street.

6.3.7: Make appropriate public investments, including visual improvements to public rights-of-way, to improve the appearance of the City's commercial corridors, especially the Upper Warwick Boulevard Commercial Corridor and along Jefferson Avenue south of J. Clyde Morris Boulevard.

6.3.8: Concentrate measures to reduce the amount of commercial strip development and improve the quality of the remaining commercial development on the Upper Warwick Boulevard Commercial Corridor. Encourage a greater mix of compatible uses within the Corridor and along Jefferson Avenue south of J. Clyde Morris Boulevard.

The Study Area

Jefferson Avenue was once the heart and soul of Southeast Newport News. Lined with small businesses, homes, and churches, Jefferson Avenue around 25th Street was a model of an active urban neighborhood. Locals also referred to this crossroads as "Downtown" (the area west of the train tracks was "Overtown")—and indeed, photos of the area from the 1950s show a classic, community-serving Main Street.

Yet after many years of disinvestment, the whole of the Southeast Community now lacks basic neighborhood services, including those once provided by Jefferson Avenue. In addition, much of the historic building fabric in this important gateway corridor (which extends northward to run the entire length of Newport News) is gone, replaced primarily with vacant buildings and lots and auto-oriented retail, set back far from sidewalks which are now interrupted by multiple driveways and large curb cuts.

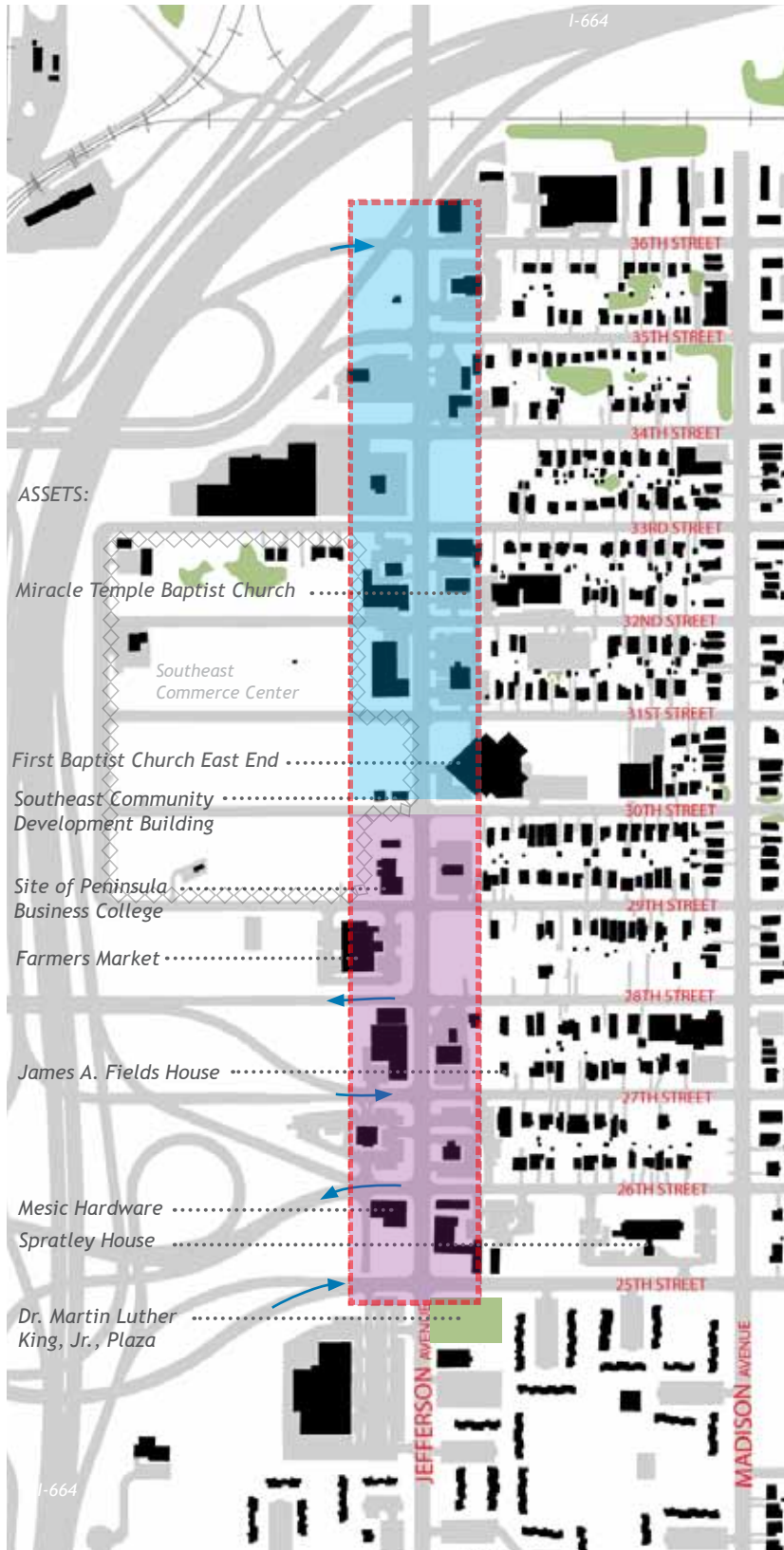
The residents of the Southeast Community would like to recapture the vibrancy and convenience of a pedestrian-friendly, active, mixed-use Jefferson Avenue. Public improvements—to the street, sidewalks, landscaping, utilities, and other infrastructure—are part of the solution. Residents living nearby have also expressed a need for better neighborhood retail services, and the Jefferson Avenue corridor offers potentially good access and visibility for large new commercial ventures given its adjacency to Interstate 664. (The area is also close to the Hampton Roads waterfront, which is also attracting new investment.) In addition, there are many publicly-owned parcels along Jefferson Avenue between 25th and 36th Streets (the study area for this project), which could become part of development projects that help achieve the vision of a revitalized mixed-use district serving the Southeast Community.

Purpose of the Study

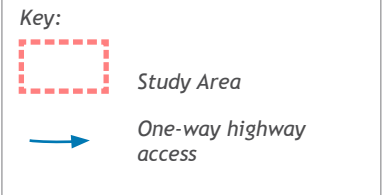
Over the years, there have been many delays in implementing long-discussed plans and projects designed to bring Jefferson Avenue back. Today, however, there are encouraging signs; the City's assembly of a large development site between this corridor and Interstate 664 is progress toward a major mixed-use project. If successful, it could help change perceptions of this area as well as help lift it economically. One of the aims of this plan is to help additional developers find suitable locations on Jefferson Avenue in the Southeast Community to develop projects and conduct business. This study was conducted to further the vision for Jefferson Avenue, by identifying the following:

1. Modifications to zoning regulations affecting land use, setbacks, etc;
2. Improvements to the public right-of-way (the street, sidewalks, and all elements within them); and,
3. Site design guidelines, which suggest best practices for improvements to privately owned sites, and assist the City in its review of future proposals for development.

Development Patterns & Features



Jefferson Avenue Corridor Study

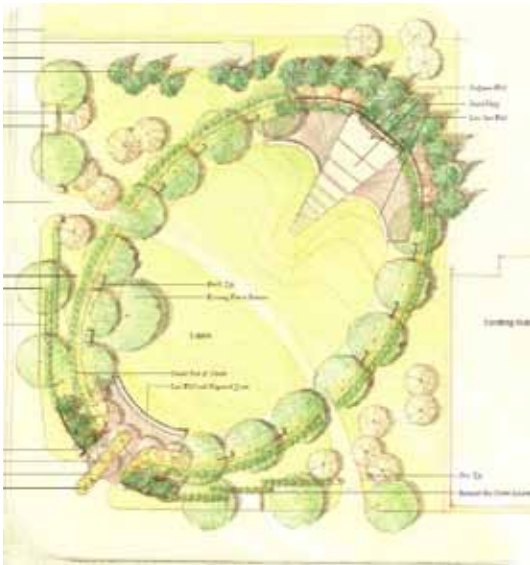


General Commercial Zone
Between 30th and 36th Streets



Lower Jefferson Avenue
Urban Corridor Overlay
District
Between 25th and 31st Streets

Introduction



The proposed design for the improved Dr. Martin Luther King, Jr. Plaza at 25th Street and Jefferson Avenue.



The Southeast Community Urban Waterfront Design Plan resulted in a poster that shows what the community might look like with new investment and new public amenities along the Hampton Roads waterfront.

Planning Process

The Jefferson Avenue Corridor study was kicked off in early 2008. The process began with individual small-group meetings between the consultants and Jefferson Avenue stakeholders, including civic leaders, major landowners, local institutions, city staff and others, to gather initial ideas.

The team analyzed current conditions in the study area including land use; pedestrian and transportation patterns; locations of utilities, infrastructure, and buildings; current zoning and property ownership; and development proposals. This led to the creation of hypothetical development projects, including proposed land uses, heights, and setbacks, as well as site design guidelines for privately owned parcels in this area. In addition, streetscape improvements, preliminary cost estimates of public infrastructure and utilities, and proposed typical streetscape conditions were developed.

At two points in the process, the consultant team gave a public presentation and answered questions during meetings of the Planning District I Task Force, which oversees planning in the Southeast Community. Members of that group and the general public were able to review analysis and draft recommendations, and give input and feedback. Recommendations were drafted into a final report and presented to Planning Commission and City Council in June and July of 2009.

Planning Context

The City of Newport News, and the local community's social, historical, and religious institutions, have previously conducted a number of planning studies that have inspired this project. The accumulation of their efforts is a vision for change in the Southeast Community, as well as specific actions for implementation.

- The *City-wide Framework for the Future, 2030* is Newport News's official comprehensive plan, and is updated every five years.
- The *Southeast Community Plan* is examining the opportunities and challenges of the Southeast Community.
- The *Southeast Community Urban Waterfront Design Plan* was completed in 2007; this study looked at the portion of the Southeast Community south of 25th Street to the Hampton Roads waterfront, between Interstate 664 and the Hampton city line. It provided a land use framework that sought to take advantage of investment near the waterfront, while ensuring community benefits including public access to the water, affordable housing, and neighborhood services.
- MLK Plaza at 25th Street and Jefferson Avenue is being designed.

Development Context

The private sector has begun to respond to public and institutional investment in the Southeast Community. In August 2007, the City released a "Request for Qualifications" to prospective developers to find what type of projects investors found attractive on a 14-acre site on the western side of Jefferson Avenue between 29th and 33rd Streets. Respondents were asked to consider an array of community goals. The publicly owned site, known as the Southeast Commerce Center, attracted multiple proposals. An announcement was made in April 2008 that the City had selected and would sign a pre-development agreement with Tidewater Partners and Property Development, for a mixed-use development including retail, commercial, and residential components. At least one site on the Hampton Roads waterfront at Stuart Gardens, has also made initial steps toward redevelopment.

If the design of these new projects reinforce the community's vision for a mixed-use, urban, pedestrian-friendly Jefferson Avenue, they could be a catalyst for revitalization.



A rendering of a possible mixed-use development at the Southeast Commerce Center. A grocery store, retail, housing, a community center, and office space are all included in the proposed project.



Publicly owned property in the study area, including the 14-acre Southeast Commerce Center.

Analysis of Existing Conditions

SECTION CONTENTS

Historic Features, Institutions, and Other Assets

Zoning

Traffic

Transit

Utilities and Drainage

Streetscape



James A. Fields House on 27th Street



Farmers Market

Historic Features, Institutions, and Other Assets

The Southeast Community has many institutions and historic features and a concentration of private and public improvements underway. These assets, when combined with additional strategic investments, will contribute to a reinvigorated, mixed-use corridor.

Historic Features

Most of the buildings that lined Jefferson Avenue and 25th Street in the neighborhood's vibrant, mid-20th-Century era are now gone. However a half-dozen or so are concentrated at the 25th Street and Jefferson Avenue intersection. Both sides of Jefferson Avenue between 25th and 26th Streets feature buildings from that era, including the Mesic Hardware building and the Turner building. Around the corner, two buildings from the same era line 25th Street. These buildings immediately front the sidewalk, providing a reminder of the more urban character of Jefferson Avenue in previous decades. They are also located at one of the busier intersections in the study area, since 25th Street provides one of only a few points of access over the highway to Downtown. Publicly owned adjacent parcels can help facilitate infill development on this block.

Other landmarks in the study area include the historic building and museum at the James A. Fields House, and the building that beginning in 1952 housed the late Mayor Jessie Rattley's Peninsula Business College.

Institutions

New facilities on Jefferson Avenue include the new First Baptist Church East End and the city owned Farmers Market, a covered space for vendors to sell their products. In addition, a cultural node is forming further into the Southeast Community at the intersection with Wickham Avenue, where the Downing-Gross Cultural Arts Center has brought an old school building back to life in the form of a modern cultural facility with theater and reception spaces.

Access

Interstate 664 runs parallel to Jefferson Avenue, one-block west; access to and from the highway is located at the northern and southern ends of the study area (at 25th and 36th Streets). With 46,000 cars per day on the Interstate, over 14,000 on Jefferson Avenue, and a great deal of publicly owned land, the study area may be attractive for developers of retail and commercial services looking for high visibility sites.

New Housing

Just east of Jefferson Avenue, the Newport News Redevelopment and Housing Authority (NNRHA) has introduced new affordable, single-family home-ownership opportunities in a concentrated area centered on 25th Street, known as Madison Heights. Also on 25th Street, in the block between Jefferson and Madison Avenues, Spratley House offers housing for lower-income seniors.

Jefferson Avenue in the Southeast Community



Circa 1955...



...and the same area, today



Analysis

Existing Underlying Zoning

C1 Retail Commercial 25th to 30th Streets

- Pedestrian-oriented retail
- Requires screened parking (overlay district)

C2 General Commercial 30th to 36th Streets

- Auto- and marine-oriented businesses
- Parking allowed within street setback

Level of Service (LOS) designations, which go from A through F, are a measure of the movement of traffic on a roadway. These guidelines state that LOS “C” for a two lane urban street is 9,100 vehicles per day (vpd). The Jefferson Avenue corridor, at 14,600 vpd, is nearing LOS “D” threshold which is considered acceptable by the Institute of Transportation Engineers.

According to the American Planning Association:

Level of Service C

Level of Service C is the zone of mostly stable flow, but speeds and maneuverability are more closely constricted by the higher volumes.

Level of Service D

Level of Service D is a zone that approaches unstable flow, with tolerable operating speeds, however driving speed is considerably affected by changes in operating conditions.

Zoning

Between 31st Street and 36th Street, Jefferson Avenue falls within a General Commercial zone, which is intended to support automobile oriented businesses and customers who drive. Specifically, businesses are allowed to provide surface parking in the front of their lots.

The southern portion of the study area falls within the *Lower Jefferson Avenue Urban Corridor Overlay District* of the City of Newport News zoning code. This relatively new overlay extends from 25th Street to 31st Street, and was intended to “Promote well-planned and designed mixed-use pedestrian oriented development on property along an older section of Jefferson Avenue.” It includes the following measures:

- No parking requirements for retail or commercial
- Parking must be behind buildings
- Master plan must be submitted for review by the City
- Site plan must be submitted for review by the City
- Sign plan must be submitted for review by the City
- Row-housing and multifamily is permitted

Traffic

The Jefferson Avenue right-of-way is approximately 85 feet in width. Of this, approximately 45 feet is dedicated to vehicles while the remaining 40 feet is divided into two 20 foot wide sidewalks. Jefferson Avenue varies in number of traffic lanes with some areas featuring on-street parallel parking while other areas provide two lanes of traffic in either direction. The level of service on Jefferson Avenue is at level D, which is acceptable for urban roadways in similar cities.

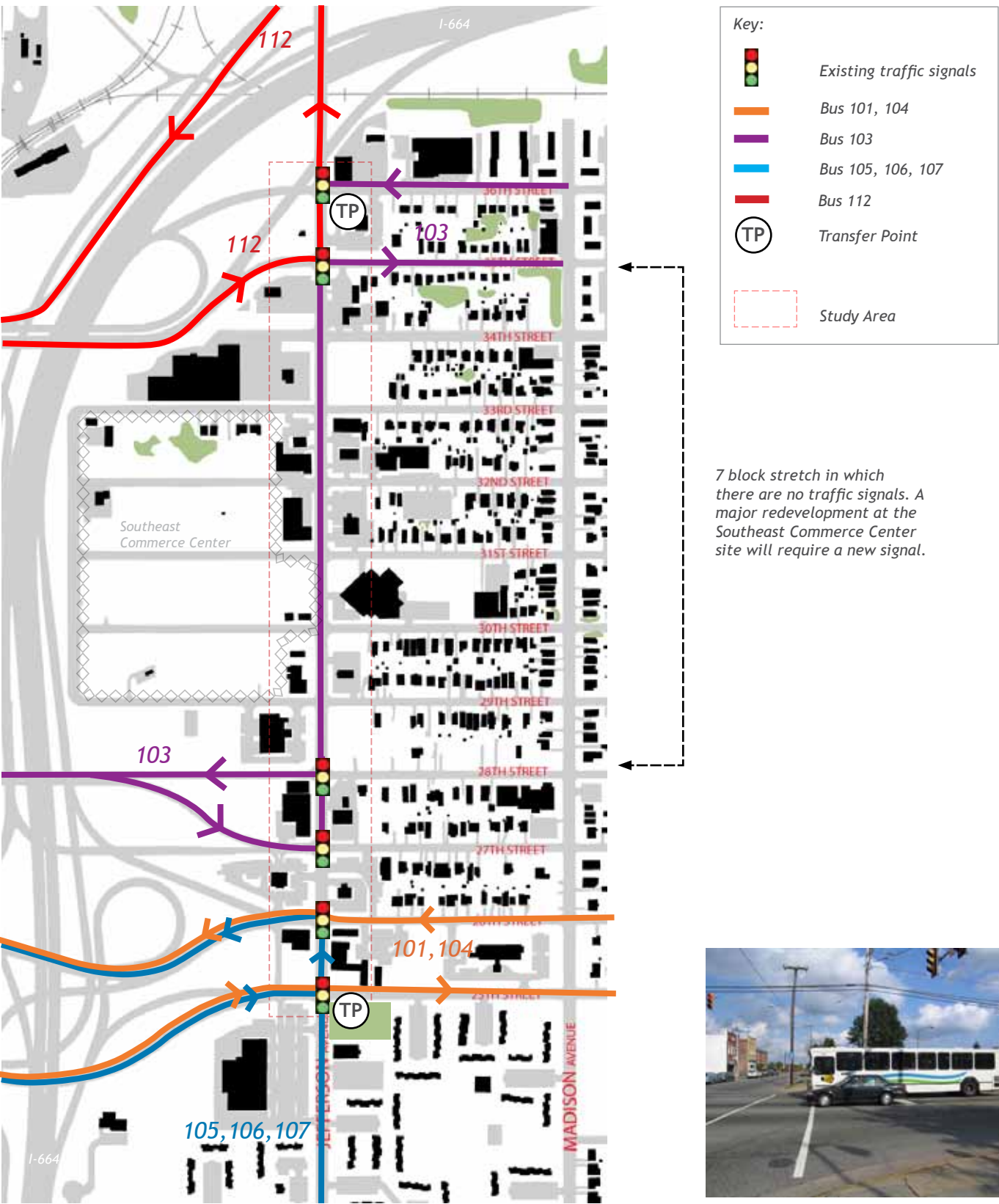
Parallel parking exists from 25th to 26th Streets and between 32nd and 33rd Streets. Additional parallel parking could be added along the corridor without adding pavement. Defined turn lanes exist only on the block between 26th and 27th Streets. For the majority of the corridor between 25th and 36th Streets, pavement markings are faded or nonexistent.

Traffic signals currently exist along Jefferson Avenue at 25th, 26th, 27th, 28th, 35th and 36th Streets. There are currently no traffic lights between 28th and 35th Streets. However, a new traffic signal may be necessary at the entrance of a future development at the Southeast Commerce Center.

Transit

Seven bus lines operate in the study area—the 101, 103, 104, 105, 106, 107 and 112. These bus lines take predominantly east-west routes through the Southeast community neighborhood, connecting residents to various destinations, via the Newport News Transit Center. Only three of these bus lines turn

Transit & Traffic Features



Analysis



Throughout the Southeast Community, one can find trees planted below above-ground utilities that have had to be trimmed in astonishing ways. By selecting the right species of tree, this can be avoided on Jefferson Avenue even if the overhead wires and utility poles remain in place.



Existing condition on Jefferson Avenue showing historic buildings built to street edge no landscaping and overhead utility wires. Street lighting is achieved with high level cobra head fixtures attached to utility poles.



Typical condition on Jefferson Avenue where automobile oriented development is not landscaped on the edges of large open parking areas in front of commercial buildings. Numerous curb cuts interrupt the sidewalk.

onto Jefferson Avenue, but for only one or a few blocks. The 112 line extends north along Jefferson Avenue to Oyster Point; access to the Southeast Community is by a transfer point at Jefferson Avenue at 36th Street. The impacts on transit service by the anticipated new development at the Southeast Commerce Center should be reviewed, to see specifically if route or capacity changes are needed. For example, a more direct connection along Jefferson Avenue is necessary in the future to connect the Southeast Commerce Center with customers and employees in other sections of the community.

Utilities & Drainage

Though minor ponding occurs at the intersection of Jefferson Avenue and 36th Street, flooding is not an issue in this part of the Southeast Community to an extent that would limit new development. Sewer, water, electricity, and gas capacity exists in the study area to support additional development. The natural gas line that runs under the Jefferson Avenue sidewalk on the west side should not prohibit or interfere with street tree planting in this area.

Above-ground utilities line both sides of Jefferson Avenue, often combined with “cobra-head” highway lights well above the ground plane. There are no pedestrian-scaled lights, benches or transit shelter amenities.

Streetscape

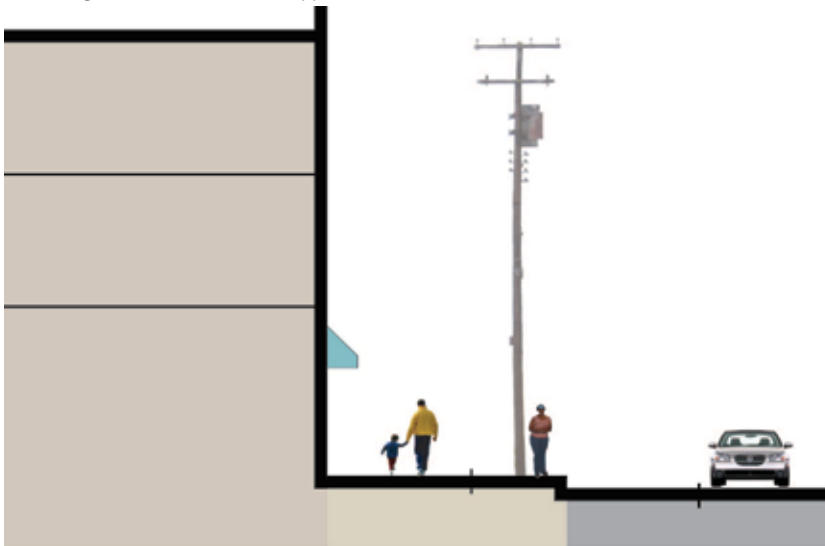
There are no surviving street trees in the public right-of-way on Jefferson Avenue in the study area. During the study, the few remaining trees on the block between 25th and 26th Streets were removed. The absence of street trees increases visual prominence of overhead electrical wiring. In some places, a continuous tree lawn (absent any trees) lines the curb. In other places, as in front of the First Baptist Church East End, there is no tree lawn and the sidewalk extends to the curb.

Jefferson Avenue is lined with numerous surface parking lots that offer very little screening elements such as landscaping or fencing between parked cars on their property and the public right of way. Within the public right of way there is almost no street furniture such as pedestrian-scaled street-lamps, benches, or trash cans. There were once tree planters on the block between 25th and 26th streets; residents stated that the planters collected a great deal of trash that would overflow onto the sidewalks.

Numerous and wide curb cuts for driveways interfere with the comfort and safety of pedestrians. Some blocks have up to three driveways, and in at least one case, a curb cut extended for the entire block length although the site is now vacant. Common neighborhood activities—relaxing on a bench, pushing a stroller—becomes far less attractive and practical in such an environment. Alternate ways of accommodating vehicles and parking should be explored, including access from side streets to rear- and side-lot parking.

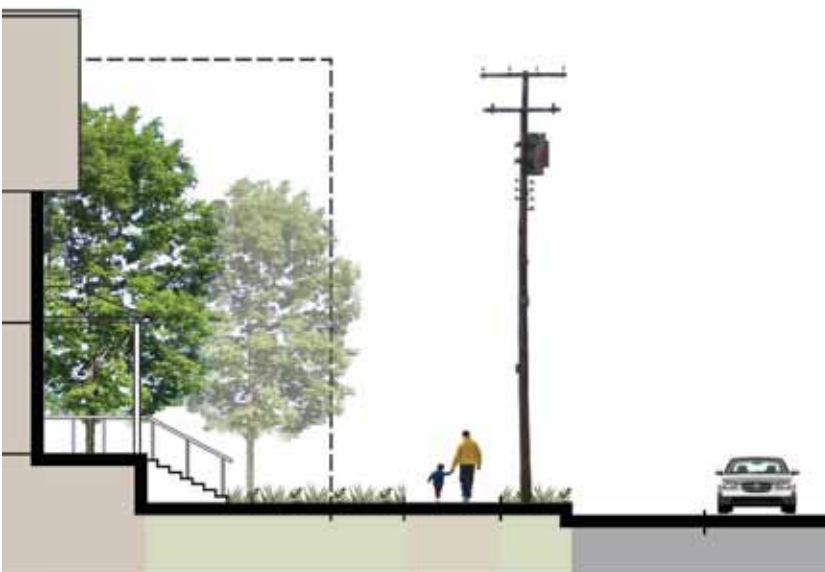
Existing Conditions on Jefferson Avenue

Analysis



Existing Section: Jefferson Avenue at 26th Street

Some on-street parking; the presence of vacant lots; no tree lawns; utility poles and wires on both sides of the street; a few historic buildings built to the edge of the sidewalk; street trees have been removed although tree pits remain in the sidewalk. No pedestrian scale lighting.



Existing Section: Jefferson Avenue at 29th Street

Two travel lanes in each direction; irregular streetwall and setback; presence of vacant lots; inconsistent sidewalks; utility poles and wires on both sides of the street; residential buildings have been converted into office spaces. No pedestrian scale lighting.



Existing Section: Jefferson Avenue at 35th Street

Two travel lanes in each direction; large surface parking lot with minimal screening (no low landscaping or fencing); irregular sidewalk width; vacant lots; utility poles on both sides of the street; no tree lawn; no pedestrian scale lighting. Free-standing signs.

Development Guidelines

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Institutionalp24-25

Live-Work Lofts.....p26-27

Auto-Oriented Retail.....p28-29

Introduction

Participants in public meetings expressed support for the range of land uses currently allowed on Jefferson Avenue under general commercial zoning, and that significant alterations to the slate of allowable uses were not desired. Further restrictions on allowable uses here was considered unnecessary, and could potentially limit new investment in the corridor.

However, participants supported the extension of *Lower Jefferson Avenue Urban Corridor Overlay District*, which presently extends from 25th to 31st Street. Under this overall district project proponents are required to submit detailed development plans to the City, enabling a greater level of scrutiny and ideally a greater level of compliance with the design guidelines proposed in this document.

With agreement that allowable uses are appropriate for sites throughout the study area, this section outlines the formal qualities of new buildings and the design of associated parking and other service space. Different land uses have different needs; residential units need a level of privacy, for example, while many types of retail need to accommodate frequent vehicle turnover. Therefore each land use—and a few mixed-use combinations—are considered here.

Opportunity Sites

The desired qualities of new development have been illustrated using specific opportunity sites, where redevelopment potential is the greatest such as City-owned or vacant land. The largest opportunity site is the already assembled and cleared Southeast Commerce Center (SECC), and the City is already conducting a process for engaging a private developer in a mixed-use project on the 14 acre site bounded by 28th Street, Jefferson Avenue, 33rd Street and Interstate 664.

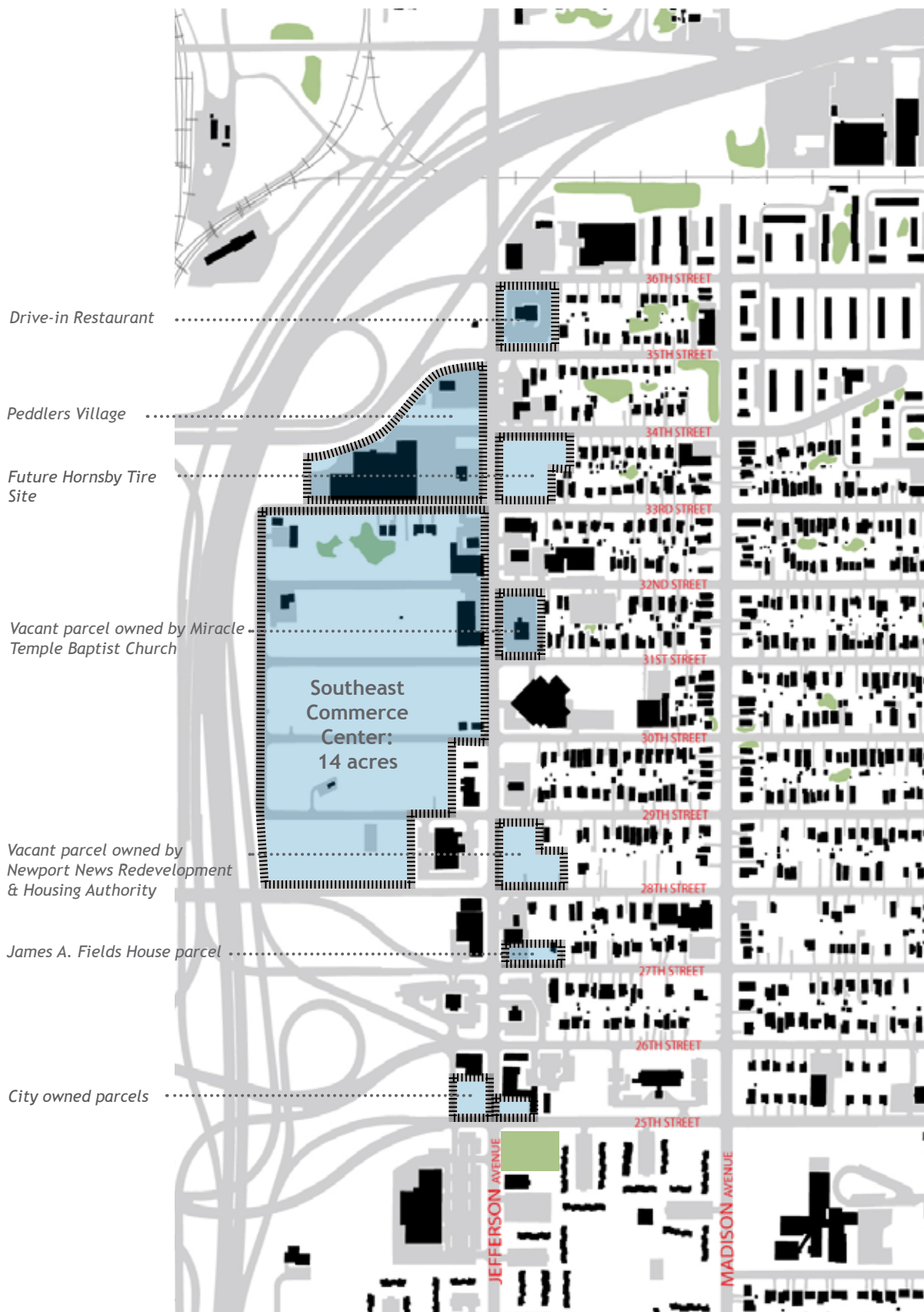
Other publicly-owned sites are smaller, but their improvement will be important to the success of the SECC project, and to the corridor as a whole. The Newport News Redevelopment & Housing Authority (NNRHA), for example, owns a larger parcel on Jefferson Avenue across from the Farmers Market that would be suitable for housing or mixed-use development. Many privately owned sites are currently vacant or have vacant buildings.

The following pages illustrate five types of development, **commercial infill, mixed-use, institutional, live-work and auto oriented**, on various sites within the study area. While each site was chosen to illustrate an appropriate use, almost any use could be accommodated on any available site within the corridor. The guidelines are thus use-specific as opposed to site-specific.

“Redevelopment in the community would benefit from the partial re-use of older, existing structures; they help tie new project to the community’s past, and preserve older architectural styles in an otherwise completely new project.”

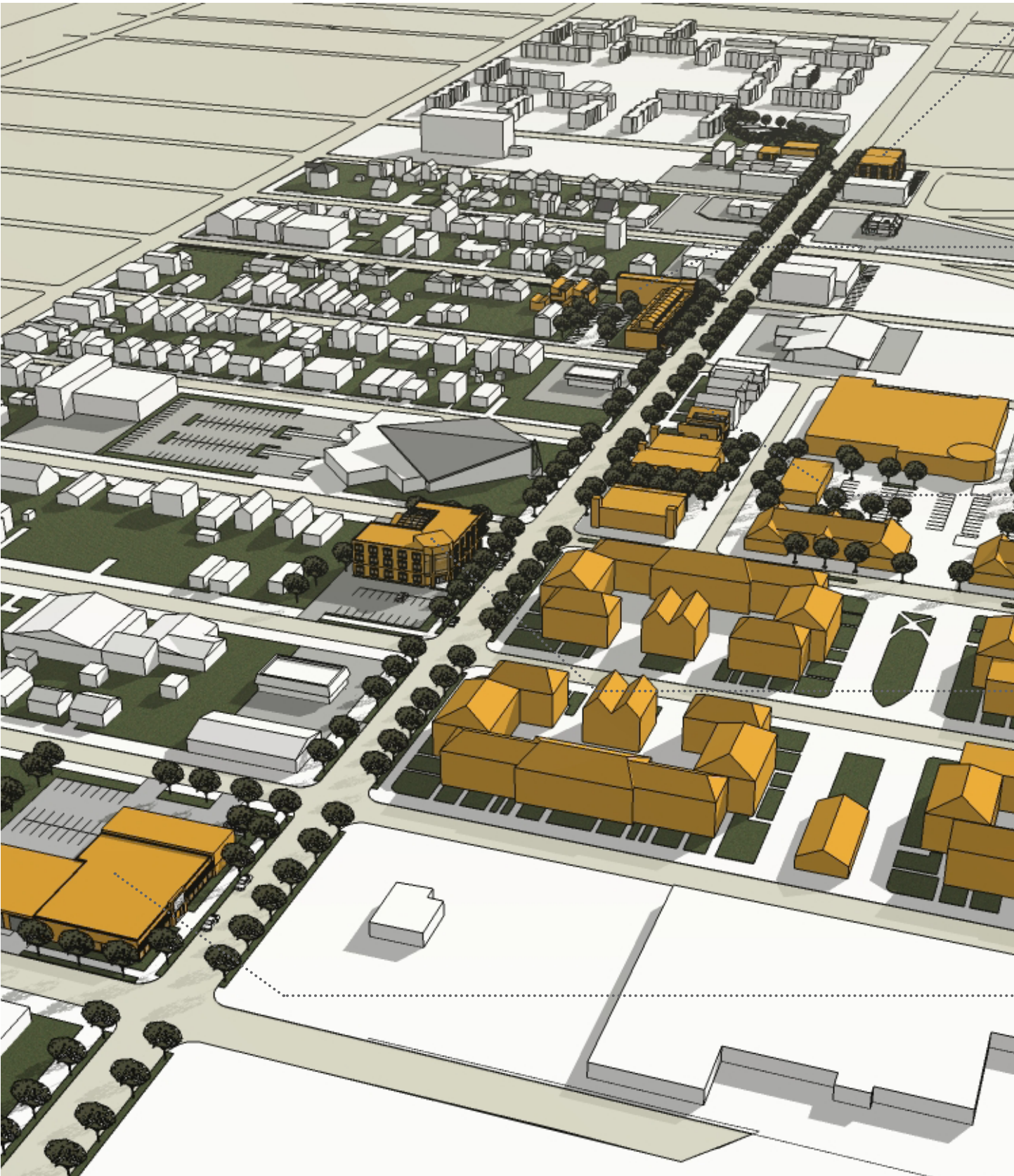
-Southeast Community Urban Waterfront Design Plan

Opportunity Sites



Development Guidelines

Corridor viewed from northwest



OPPORTUNITY SITES

ILLUSTRATED USES

..... City owned parcels on either side of Jefferson Avenue at 25th Street

Commercial infill development set within historic structures and shared parking at rear



..... Vacant parcel owned by NNRHA between 28th and 29th Streets on east side of Jefferson Avenue

Residential and mixed-use development with parking behind and entrances on Jefferson Avenue



..... Scattered vacant parcels on Jefferson Avenue and side streets

Live-work lofts with shared driveways on side streets and rear alley on Jefferson Avenue



..... Vacant parcel owned by Miracle Temple Baptist Church between 31st and 32nd Streets on east side of Jefferson Avenue

Institutional use with parking on side and entrances on Jefferson Avenue



..... Future Hornsby Tire Site between 33rd and 34th Streets on east side of Jefferson Avenue

Auto-oriented retail use with parking access from side streets





Existing condition at 25th Street and Jefferson Avenue. Vacant gaps between historic buildings should be filled with new compatible development.

EXAMPLES:



Davis Square; Somerville, Massachusetts



Orenco Station;
Hillsboro, Oregon

Commercial Infill Development

Commercial infill could occur anywhere along the corridor, but is particularly envisioned within the currently designated *Lower Jefferson Avenue Urban Corridor Overlay District*. This type of infill development is illustrated on a set of vacant sites on Jefferson Avenue between 25th and 26th Streets—the historic heart of early retail district. The City of Newport News owns two small parcels on either side of the street here, surrounded by the remaining commercial buildings from the early- and mid-20th century. These historic structures should be rehabilitated and incorporated into new development. Existing public parking behind these buildings can be better utilized to reduce parking demands on future development.

Infill development that combines ground-floor retail with either commercial, institutional, or residential above, built to the sidewalk like the existing buildings and at a similar scale, would be appropriate on these parcels. Parking should be located behind the building. As a general rule, curb cuts and access drives should be prohibited on Jefferson Avenue to make the street as pedestrian-friendly as possible. However, the western side of Jefferson Avenue on this block may require relief from that restriction, as the side streets here also serve as high-speed ramps to and from the interstate highway and bridges.

Neighborhood service type retail should be provided on the ground floor, and either commercial, institutional, or even residential space can be provided on two upper floors. While on-street parking is currently prohibited on this section of Jefferson Avenue, traffic counts suggest that on-street parking could be introduced without significant negative impacts. For infill parcels in proximity to the publicly owned parking lot on the east side of Jefferson Avenue, off-street parking needs could be met by this and on-street parking. This would facilitate redevelopment of smaller parcels that would otherwise be too costly to develop.

Infill development at the corner of 25th Street and Jefferson Avenue would greatly improve the context for planned improvements to the Dr. Martin Luther King Jr. Plaza located on the southeast corner of this intersection and would enhance the gateway to the Southeast Community. Active ground level uses would provide security, amenities and users for the plaza and for transit riders at this transfer point.

Development Guidelines



The intersection of 25th Street and Jefferson Avenue is the "100-percent corner" of the Jefferson Avenue corridor and an important transfer point for transit users.

Publicly owned parking off 26th Street should be utilized to support infill development on adjacent parcels.

Several historic commercial buildings are located in the block between 25th and 26th Streets, on both sides of Jefferson Avenue.

Dr. Martin Luther King, Jr. plaza is currently under re-design.

Access to parking from 25th and 26th Streets is problematic because of highway ramps, however curb cuts on Jefferson Avenue are detrimental to pedestrians.



Continuous street tree planting are recommended on both sides of Jefferson Avenue for the length of the corridor. Tree planting would be combined with tree lawns along certain blocks with less commercial uses.

Parking and curb cuts are located to the rear of the building to maintain a continuous street frontage.



Community-serving retail is appropriate for this high-traffic intersection with the high number of pedestrians and transit patrons.

Tree species should be selected that will grow above street level signs to ensure visibility of retail signs from vehicles.

On-street metered, or free, parking should be provided along the length of Jefferson Avenue except where traffic volumes preclude this use.

In areas of concentrated retail, street trees are shown in individual pits instead of in a continuous tree lawn.



Existing vacant parcel on Jefferson Avenue at 28th Street where mixed-use development could take place adjacent to residential neighborhoods.

EXAMPLES:



Chicago



Orenco Station; Hillsboro, Oregon

Residential & Mixed-Use Development

Residents of the Southeast Community voiced interest in multifamily housing opportunities, even on Jefferson Avenue. A large, publicly owned site was chosen between 28th and 29th Street, across from the Farmers Market, to demonstrate how a mix of housing types, with some ground level retail, could contribute to Jefferson Avenue and still provide quality housing opportunities for new or existing residents.

New housing should be designed with historical patterns and good urban design principles in mind. It must have a strong relationship to the public street. Additionally, unlike the guidelines for new commercial mixed-use buildings described in the previous pages, new residential buildings fronting on Jefferson Avenue should have a small additional setback (as well as a slight rise to the entry to the first floor) to allow for residential privacy and added security.

Parking should be provided in the rear to avoid curb cuts on Jefferson Avenue, and should be screened from streets and neighboring properties by landscaping and/or fencing.

A small amount of convenience retail, or professional office spaces could be incorporated into such a project, shown in the drawings on the opposite page at the corner of the site.

Depending on the height of adjacent buildings, a third story can be a full story or alternatively step back, to reduce the visibility and impact of the height on the pedestrian.

On side streets such as 28th, as illustrated on the opposite page, the prevailing setbacks of adjacent single family housing should determine the appropriate setback from the street for new development as it extends into the adjacent residential streets. A transition may be necessary to adjust setbacks from Jefferson Avenue to the prevailing setback.

Development Guidelines



Continuous tree planting, at a regular interval, of species that will not interfere with above- or below-ground utilities.

Parking should be in the rear of the building, and screened from the neighboring yards and the public right of way.

Building should reinforce the street corner but should also transition to the prevailing setbacks of existing housing on side streets.



Two upper-stories of residential are appropriate; in some cases the uppermost floor can be slightly set back to reduce the visual impact on the street.

Community retail or professional offices could be accommodated on the first floor, with residential above.



On blocks with residential or institutional uses, a continuous tree lawn on the street-side of the sidewalk is recommended.

Where residential units are sited on the ground floor, a small setback and an elevated first floor would allow for additional privacy and security.

Development Guidelines



This site on Jefferson Avenue at 30th Street, adjacent to nearby First Baptist Church East End, could be redeveloped for institutional uses that would support the community.

Institutional

The First Baptist Church East End has demonstrated one of the ways in which a community institution can help reinvigorate an important community corridor. The new Church faces the street, places its parking in the rear, and makes a bold, modern statement.

New institutions along Jefferson Avenue should incorporate a small setback, which helps to announce the importance and civic nature of such projects and provides some distance and privacy for ground level offices and common spaces. Institutional buildings should be placed near the street rather than set it behind parking lots or large open space buffers. Parking can be located to the rear or side of the building with appropriate screening.

At most institutional uses, a tree lawn should be used on the street-side of the sidewalk and should be maintained for continuity and to allow for the regular planting of healthy street trees up and down Jefferson Avenue.

Curb cuts and access drives should be restricted to side streets, and at least one public entrance to the building should be provided that is visible from the street.

EXAMPLES:



Community Center in San Mateo, CA



A well screened parking lot in Charleston, SC

Development Guidelines



Proposed redevelopment of the Southeast Commerce Center is shown here.

Social and civic institutions are a welcome use on a mixed-use neighborhood street such as Jefferson Avenue. Investments and improvements by various groups and organizations are already visible on the corridor such as the First Baptist Church East End.



Building should reinforce the corners with entrances and surface parking placed to the side or rear of the lot.



Continuous tree planting in a continuous tree lawn, at regular intervals, of species that will not interfere with above- or below-ground utilities.

Parking should be in the rear or side of the building, and screened from the neighboring yards and the sidewalk.

Development Guidelines



Formerly single-family homes have been converted to professional uses on Jefferson Avenue.

EXAMPLES:



It's common to find formerly single-family homes that have been converted to mixed-use on corridors that have become busy commercial or mixed-use.



Live-work lofts in Seattle, WA

Live-Work Lofts

On streets running east-west across Jefferson Avenue and on Jefferson Avenue itself, infill development on smaller lots could take cues from stand-alone buildings that combine small business offices on the ground floor with one or two floors of residential above. This combination of uses is common—in many urban and suburban areas—on streets that were once lined with single family houses, but after decades of increased traffic and commercial activity, the homes became better suited to a ground-floor use that is more publicly-oriented. There are several of these on Jefferson Avenue between 29th and 30th Streets

Live-work units can be permitted (in addition to already-permitted uses) on the side streets connecting to Jefferson Avenue, on the blocks on either side where there are many smaller vacant lots, sometimes in-between existing homes. On side streets, each live-work building could have a driveway directly from the street on which they face, similar to surrounding homes. Setbacks and heights should be similar to that of the surrounding homes. On Jefferson Avenue, parking should be placed behind the buildings and accessed from side streets.

As illustrated in the facing page, the style of infill housing need not necessarily match the architectural style of historical homes, but should respect the scale, rhythm and setback of adjacent buildings. In locations with smaller single family homes, detached live work units would be appropriate, while adjacent to larger commercial buildings, larger multi-unit live-work spaces would be compatible.

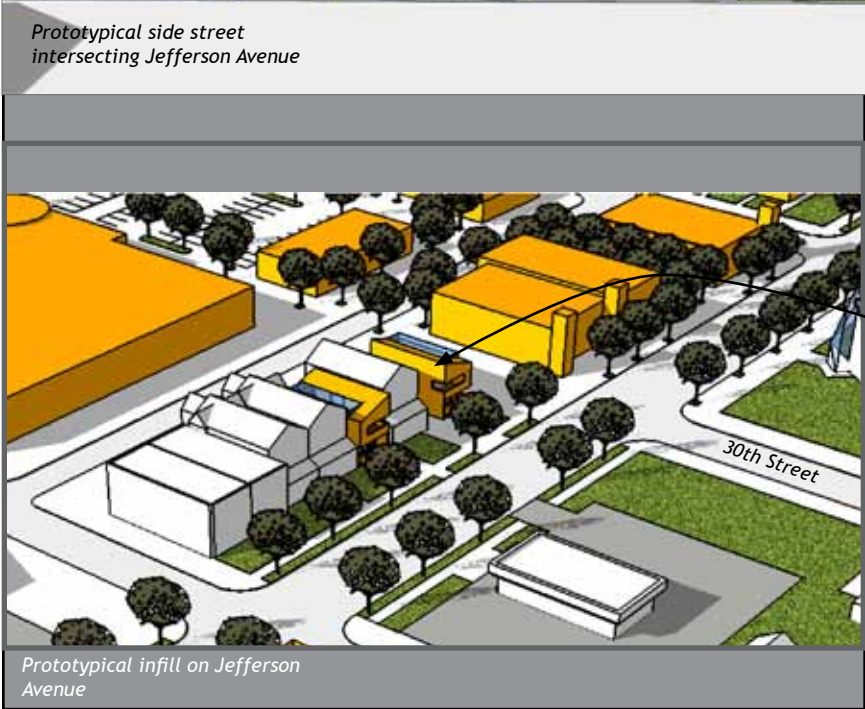


Infill live-work units on side streets near existing single family homes. Live-work units could be placed on lots as narrow as 35 feet.



Live-work infill units can have driveways that open onto the street when there is no alley. Garages, however, should be recessed behind the building face to conform to traditional housing patterns in the Southeast Community (and in contrast to some of the homes that have been built in recent decades).

Front setbacks should be consistent with existing housing on the block.



Infill live-work units on Jefferson Avenue between existing homes some of which have been converted to office spaces. New infill should take cues in massing and height from existing context.

Development Guidelines



Automobile oriented uses will be retained along Jefferson Avenue, but with better design to reduce curb-cuts on the street.

EXAMPLES:



Parking at this drug store is screened (and separated from the sidewalk) with a low, solid but permeable wall as well as low landscaping. It is still very visible from the street.



This gas station in Charleston, SC is well-screened behind healthy, full trees.

Auto-oriented retail

Auto-oriented retail is best accommodated at the northern end of the study area, away from the concentration of historic buildings at 25th Street. Current zoning reflects this. However despite their need to accommodate increased vehicle traffic, projects should still be sited and designed in a way that improves the visual quality and the pedestrian-friendly qualities of the rest of the Jefferson Avenue study area, and that helps contribute to its boost in image, activity, and appearance. The extension of the *Lower Jefferson Avenue Urban Corridor Overlay District* up to 36th Street will help by allowing city staff to more fully review site plans.

Curb cuts should be minimized on Jefferson Avenue, to enhance pedestrian comfort and reduce traffic congestion. Driveways should be located on side streets which are frequent on this section of Jefferson Avenue. Keeping crossing traffic to side streets will enhance traffic capacity to accommodate future growth of businesses while adding on-street parking to support street oriented retail.

Parking should be located to the rear, and may be located at the side of buildings, and buffered with landscaping and/or attractive fencing from sidewalks and adjacent properties.

Buildings should be built close to the setback line to strengthen the street environment. Free-standing signs should be prohibited to encourage signs that are attached to building facades.

Primary building entrances should be located along the front lot line, so pedestrians can enter from the sidewalk shared with a second entrance for those arriving by car. It is also recommended that any retail showrooms (with windows to the outside) also be located along the front lot line, to add visual interest to pedestrian life on the street.

Development Guidelines



Building should reinforce the corner.

Continuous tree planting, at regular intervals, of species that will not interfere with above- or below-ground utilities.



Landscape buffers must be wide enough (minimum of 5 feet) to allow plants to survive, and include a curb, fencing, or other barrier that is able to protect them from both vehicle and pedestrian traffic.

Driveways and curb cuts should only be as wide as necessary to accommodate the types of vehicles entering. Narrow driveways encourage reduced speeds and help reduce the amount of pavement in a lot.

All new driveways and curb cuts should be from side streets; curb cuts should not be permitted on Jefferson Avenue, unless no other option is feasible.



Retail showroom and public entrances should be located at Jefferson Avenue side of the building.

Public Improvements

SECTION CONTENTS

On-street Parking
Off Street Parking
Overhead Utilities
Underground Utilities
Street Lighting
Trees and Landscape
Street Furniture
Prototypical Street Sections



The above-ground electrical poles and wiring on Jefferson Avenue are one of the corridor's most dominant and least appealing visual characteristics.

Introduction

One of the goals of this plan is to specify the needed improvements to the public right-of-way that will support an active, pedestrian-friendly, and mixed-use corridor, in concert with various private investments.

The City of Newport News has been investing in the Jefferson Avenue corridor and the larger Southeast Community in several ways. The large amount of land assembly and clearance already conducted—especially the 15 acres on the western side of Jefferson Avenue—has enabled private sector investment to be solicited for a sizable project that could have a catalytic effect on the Southeast Community.

In addition to such significant steps toward redevelopment, other groundwork has been laid. The Madison Heights homes, the Downing-Gross Cultural Arts Center, and the Farmers Market are all government projects. Institutional and smaller-scale private improvements have also improved the appearance of the corridor, from the James A. Fields House to various churches and social groups.

On-Street Parking

Traffic levels on Jefferson Avenue are sufficiently low that four lanes of moving traffic are not currently needed, nor will more than two lanes be necessary in the foreseeable future. On-street parallel parking can be introduced back to the entire corridor except for the immediate areas around 25th and 26th Streets where turning lanes may be necessary. On-street parking is a low cost improvement that can be made by simply restriping of lanes. The City can establish no parking periods during peak commuter hours, should traffic levels increase dramatically in the future.

Currently there is very little demand for on-street parking because all existing commercial uses have ample off-street parking. The recommended extension of the Lower Jefferson Avenue Urban Corridor Overlay District will reduce off-street parking requirements, lower the cost of redevelopment and acknowledge the supply of on-street parking that can support retail uses.

Off-Street Parking

There is relatively little publicly managed off-street parking within the study area. One public parking lot is located behind buildings between 25th and 26th Streets with access from 26th Street. This small parking lot could be utilized to reduce off-street parking requirements on adjacent development sites between 25th and 26th Streets. This would reduce the cost of development for small infill sites that would not be able to easily provide efficient off-street spaces for customers or employees. These public off-street spaces can be metered or simply be available until such time as parking demands warrant further management.

A second public parking lot is located to the front and back of the Farmers Market with access from 29th Street. This parking is used by the weekly Farmers Market, but is available for public parking at other times. Suitable future redevelopment within a walkable radius could use this parking supply without negative impact to the Farmers Market operations.

Overhead Utilities

The above-ground electrical poles and wiring on Jefferson Avenue are one of the corridor's most dominant and least appealing visual characteristics. Lining both sides of the street at approximately 30 feet in height, the wires traverse the street and unsightly tilted poles are frequently combined with highway-style "cobra" lighting. Improving the image of Jefferson Avenue means finding a way to lessen the impact of these utilities on the appearance of the corridor.

The following indicate several ways to approach this issue:

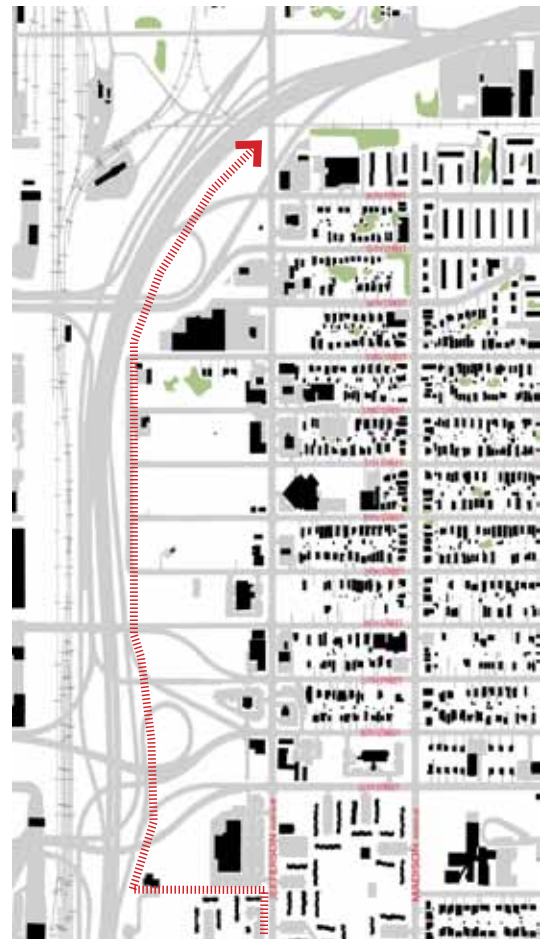
Keep the overhead poles: If the poles and wires must remain in their current location, the introduction of regularly placed and properly selected street trees as well as pedestrian-scaled lighting will help draw the eye away from the lines. One can see this effect on Chestnut Avenue, where low-scaled street trees, special paving, a tree lawn, and pedestrian-level lighting have helped draw the eye to the street level, and away from the overhead wires.

Bury the Utilities: Another option is to remove the overhead lines from the street entirely, by burying them underground. At public meetings for this Jefferson Avenue study, many residents expressed a preference for this solution. This process is expensive. Depending on the method, it can cost anywhere from \$1,000 to \$3,000 per linear foot, which would add up to approximately \$2.8 to \$8.4 million—for just the 11 blocks of Jefferson Avenue that fall within the study area.

Relocate the Utilities: A third option is to relocate the utilities to another nearby corridor, also above-ground. This is less expensive than undergrounding, (ranging from \$100-\$150 a linear foot, totalling \$270,000 to \$500,000 for the study area). This option may prove especially appealing, given the proximity of Interstate 664 just one block away from the Jefferson Avenue corridor; overhead utilities would have little or no impact on homes and businesses in the shadow of the interstate. This option should be further explored, as a specific alternative route must be found, and could generate additional expense. This option would still require local power and communications be brought to the users on the cross streets to service the corridor and some burying of utilities under Jefferson Avenue could be required.



Chestnut Avenue, where low-scaled street trees, special paving, a tree lawn, and pedestrian-level lighting help to draw the eye to the street level, and away from the overhead wires.



Interstate 664 runs parallel to this part of the Jefferson Avenue corridor. There may be an opportunity to move overhead utilities to land adjacent to the highway, where there will be less impact on homes, businesses, and open space.

Public Improvements



A fixture in Des Moines, IA combines roadway and pedestrian-scaled lighting. The lantern-style design recalls historic street lamps, but with a more streamlined—and solid—appearance.



This distinctive light fixture meets the criteria of being solid as well as historically-inspired.



Specialty lighting signifies a special place in the fabric of a city (Shanghai, China).

Underground Utilities

Major utilities under Jefferson Avenue include storm and sanitary sewer, water and natural gas lines. Of these, only the gas lines are of concern as they run beneath the western sidewalk for most of the study area. This gas line can stay, but it may impact future tree planting on this sidewalk. Protection will be necessary to prevent root incursion into the pipelines, and, natural gas leaks have been known to kill trees.

Street and Pedestrian Lighting

Street lights are the most important visible elements in a street environment. In contrast to park design—where the trees are the major visual focus and lighting should be indirect, screened, and in a neutral design—street lights in an urban corridor need to have a bold and strong presence. They must be either historical and very solid, or make a modern statement about a place. The new lights on Chestnut Avenue, for example, are historic but are not very solid-looking. As a result they have an impermanent appearance.

Street lighting should not be confused with highway lighting; the source of light in street-light fixtures should be visible. To minimize night-light pollution, a cut-off shield should be incorporated in the selected fixture, to reduce the light that escapes upward.



ACORNS are very common light fixtures in urban areas. The source of light is visible, making them appropriate for street usage, provided they are combined with shields to protect adjacent residents and prevent light from spilling upwards.



COLONIAL fixtures are popular in some areas where a more historic look is desired. However the type of fixture used on Chestnut Avenue looks flimsy in comparison to true historic features and it is not recommended.



CONTEMPORARY features are also available in an array of choices, with shields that minimize nighttime glare. A more modern look is sometimes desired where a community wishes to make a statement that is future-oriented.

If it is desired to select a standard fixture for Jefferson Avenue, the Acorn fixture, a standard in Newport News, would be an appropriate option. However there are contemporary fixtures that provide a similar solidity, and that sufficiently light the street which are also cost-effective.

Pedestrian scale lights run about \$4,000 a piece. With 60-foot spacing on both sides of the street, the approximate cost of installing new street lights in the study area would be \$380,000.

Trees & Landscape

Compared to nearby residential streets, which are often shaded and leafy, the absence of trees is noticeable on Jefferson Avenue. The planting of regular, well-selected new street trees in the corridor has the potential to soften the appearance of buildings, clean the air, and draw attention away from overhead utilities. The selection of new trees requires consideration of a number of factors to ensure the City's investment will endure and introduce desired qualities:

- Canopy height and size: Fullness an issue for retail; Shade
- Rate of Growth
- Local climate
- Durability, pollution tolerance, pest vulnerability
- Type and condition of the soil and the size of tree lawn
- Root systems of the tree, location of underground utilities (in this case a gas line on the western side) as well as overhead (both sides of Jefferson Avenue, throughout the study area)
- Degree of maintenance, pruning and clean-up necessary
- Blooms, fruit and the potential for damage to property and liability

If new street trees are placed at 40-foot intervals along both sides of Jefferson Avenue, the approximate cost would be \$80,000.

Street Furniture

Benches, trash receptacles and banners are all desirable elements within a sidewalk. Concerns about such elements and the potential for abuse, neglect or vagrancy were voiced at public meetings as reasons to delay such amenities. It is advisable that installation of such elements should not proceed until a critical mass of residents and businesses can assemble the appropriate mechanism to maintain and repair any street elements. This will ensure that the investment made by the City will not be wasted through neglect or misuse.



A continuous tree lawn (at the right of the photo, on the street side of the sidewalk) is appropriate in areas of relatively low foot traffic, as along blocks where the primary use is residential of low to moderate density.



In an urban retail area with high foot traffic, tree "pits" replace the tree lawn. Furniture like benches, trash bins, parking meters, and planters are lined up on either side of the pedestrian walking area.



At the Pearl Bailey Library on 25th Street surface parking is screened with landscape elements.

Public Improvements



Surface parking can be screened with landscape elements and fencing, as above in Charleston, South Carolina.



A continuous tree lawn can add to the comfort for pedestrians and provide a healthy place for tree growth.



In areas with more retail uses and pedestrians, a continuous tree zone can still be accommodated with pavers built over a structural tree root zone below.

Typical Street Sections

Two street sections have been developed to represent the future conditions on Jefferson Avenue.

Pedestrian Oriented Mixed-Use, and Housing Uses:

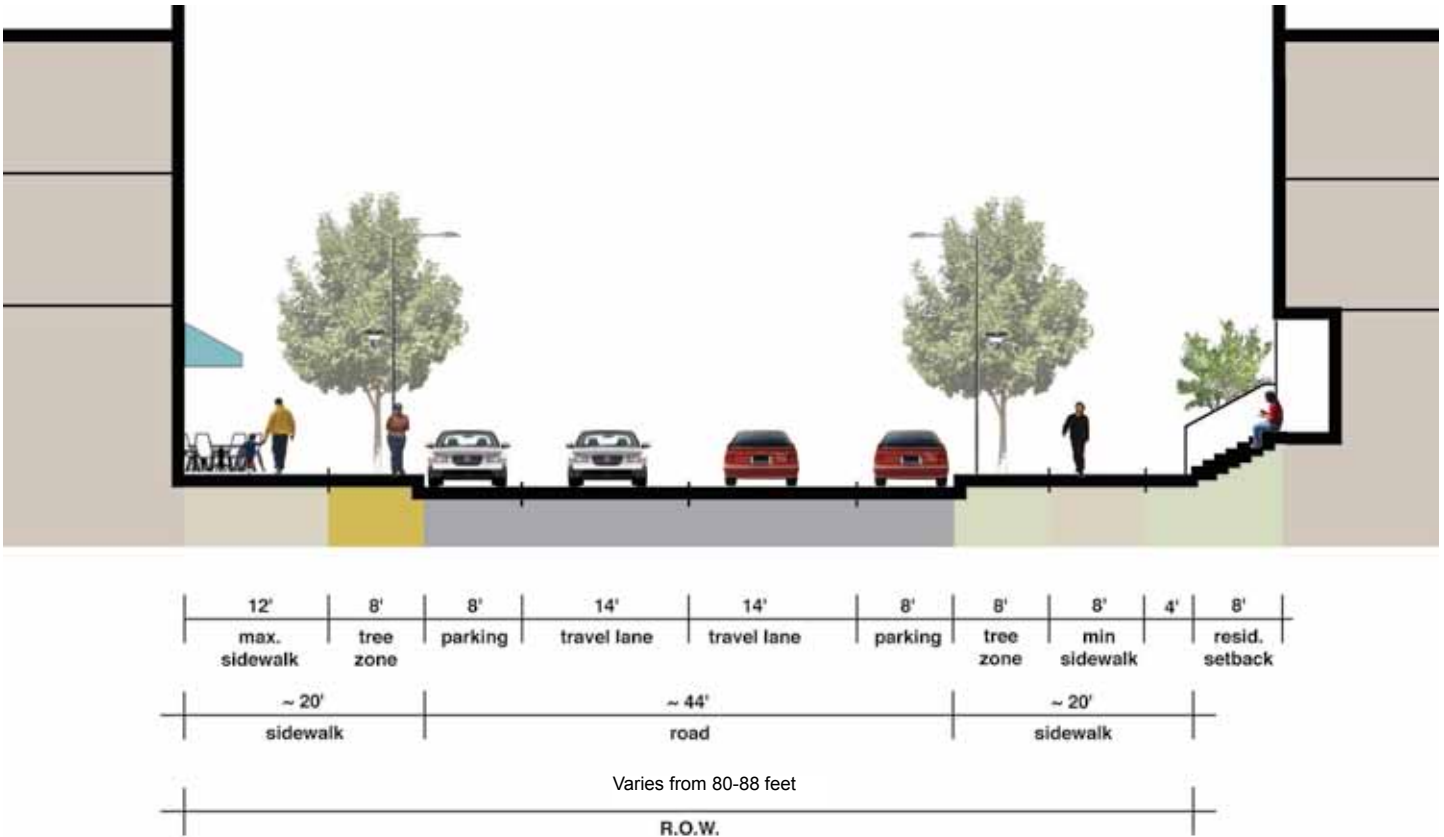
Street improvements here will support pedestrian oriented mixed-use, retail and housing along the street. Ample side-walks can support retailers who wish to locate on-street dining or sales. Street trees will be planted in a designated tree zone that can be paved (with porous pavers) in high traffic areas, or left as grass for residential or institutional uses. Residential uses will need to be set back and raised above street level, to ensure that residences are compatible with a busy corridor and provide sufficient privacy for ground level residents. Institutional uses can be set back from the street to ensure privacy of ground level offices or play areas for children.

No on-site parking will be permitted in front of buildings, although side parking lots will be permitted with proper fencing and screening. Buildings will be required to sit at the front of properties and curb cuts will only be permitted on Jefferson Avenue if the property does not have side street access. On-street parking will support retailers with convenient short-term parking and residences with guest spaces. On-street parking can reduce traffic speeds and enhance pedestrian comfort by creating a barrier to moving traffic.

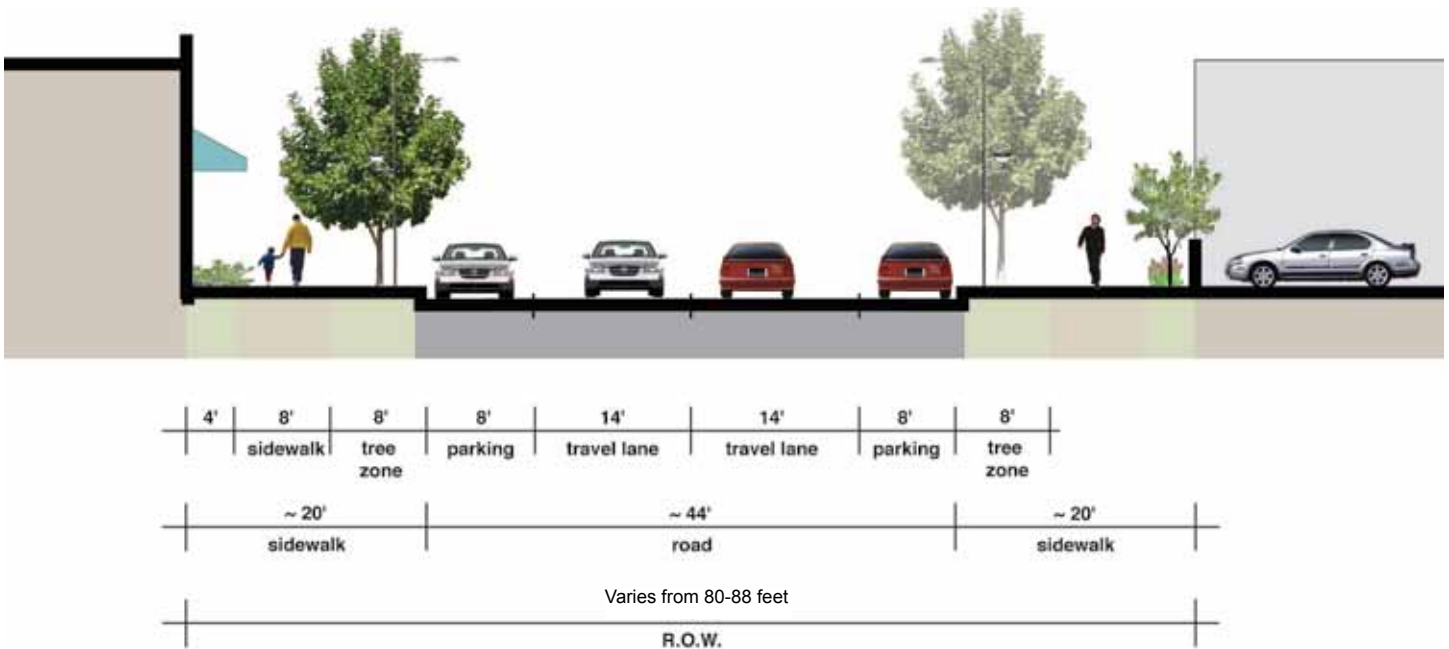
Institutional and Automobile Oriented Uses:

This street section would be found in areas where automobile oriented uses are allowed. This section of Jefferson Avenue is less pedestrian intensive, but should still strive to be visually attractive with street tree planting, light fixtures and landscape buffers to screen parking lots. Sidewalks may be narrower than in retail areas to reflect that fewer pedestrians will be present. A continuous tree zone will be reintroduced to ensure that street trees will be able to thrive along the street.

On-street parking will be reintroduced here, as elsewhere, to augment off-street parking lots with convenient short-term parking. Surface parking lots that abut Jefferson Avenue and side streets will be screened with fences and planting. Parking areas cannot be placed in front of buildings, but can be permitted along the sides of buildings on sufficiently wide parcels. Curb cuts will only be permitted on Jefferson Avenue if the property does not have side street access.



Proposed Section: Jefferson Avenue with active retail (left) and mixed-use development (right)



Proposed Section: Jefferson Avenue with institutional use (right) and automobile oriented use (left)

Implementation

SECTION CONTENTS

Priority Areas

Priority Initiatives

Public Improvements Cost Analysis

Introduction

Several actions should be carried out by the City to advance the vision reached with the community and articulated in this document.

Initially, funding for large-scale infrastructure improvements, such as relocation or undergrounding of utilities, should be pursued by the City within a long range goal of improving the quality of life for Southeast Community residents and businesses. Ordinances should be modified and extended, such as the Lower Jefferson Avenue Urban Corridor Overlay District, and additional design guidelines adopted that will ensure a quality environment. Simultaneously, public streetscape improvements should be phased in close coordination with private investments within the corridor.

Priority Areas

The development of the Southeast Commerce Center—on the west side of Jefferson Avenue from 29th to 33rd Streets—has the potential to be a catalyst for change throughout the study area and the wider Southeast Community. Improvements to the streetscape and under-utilized and vacant sites along this stretch should be prioritized.

Also, since 25th Street extends from downtown over the interstate and through the Southeast Community to the Hampton city line, its intersection with Jefferson Avenue is perhaps the most important intersection in the study area. With its remaining collection of historic buildings, publicly-owned vacant lots, significant vehicle and foot traffic, and historic role, the block between 25th and 26th Streets should be another priority area for new public investment.

Publicly owned properties like the Farmers Market could also begin to improve screening of parking; and redevelopment of other public parcels in accordance with this plan would also help set a precedent for change in the area.

Priority Initiatives

The following initiatives should be carried out in the short term to advance the goals of this study.

- A more detailed study of the costs of moving the overhead utilities off Jefferson Avenue should be undertaken immediately. A decision must be made regarding the future of these before other decisions such as the selection of street tree species and light fixtures can be made.
- Expand the Lower Jefferson Avenue Urban Corridor Overlay District to 36th Street to include the blocks that will be impacted by the Southeast Commerce Center. This will ensure compatible development on the east side of Jefferson Avenue.
- Advance the design of streetscape improvements; selection of light fixtures, trees, and other street furniture and

Priority Areas for Public Improvements



Street improvements should be coordinated with the Southeast Commerce Center development on both sides of the street.

Expand Lower Jefferson Avenue Urban Corridor Overlay District
Between 25th and 36th Streets including SECC site

Consider historic designation for the remaining historic buildings between 25th Street and the James A. Fields House to strengthen this district.

Implementation

placement along the corridor. This can only be done once the overhead utility issue has been resolved.

- Institute design guidelines for the Lower Jefferson Avenue Urban Corridor Overlay District and consider adoption of similar guidelines for Jefferson Avenue in areas outside of the study area to the north and south.
- Study the impact on bus service as a result of the Southeast Commerce Center project and address the need for changes to service routes and frequency.
- Study historic designation for buildings between 25th Street and the James A. Fields House. This three block section has the largest number of remaining historic structures. Historic designation of buildings, or the district, could assist in tax incentives for historic renovation.

Public Improvement Cost Analysis

Preliminary cost analysis was done for streetscape improvements on Jefferson Avenue within the study area. Analysis was done on a per block basis with all blocks measured at approximately 220 feet from curb to curb between side streets. The analysis assumed all curbs would remain in place within an approximate 84' right of way.

Retail or Mixed-Use Blocks: For purposes of analysis, it is assumed that wider sidewalks will be needed to accommodate pedestrians and outdoor sales in areas of mixed-use or active retail frontage on Jefferson Avenue. The tree zone would be paved with porous pavers over a continuous planting trench. A pedestrian-scale light fixture would be added to the street lights to ensure adequate and even light levels on the sidewalks. Benches and trash receptacles were analyzed on these blocks.

Residential, Institutional and Auto-Oriented Blocks: In areas of residential, institutional or automobile oriented use a narrower sidewalk will be sufficient to support lower pedestrian

Retail or Mixed-Use Blocks

Estimated Cost per block averaging 220 feet from curb to curb (one side only)

Item	Quantity/Block	Unit	Unit Cost	Cost/block
Street Trees (40' spacing)	6	EA	\$350	\$2,100
Sidewalk Paving (12' wide)	2640	sq ft	\$9	\$23,760
Porous Paving in Tree Zone (8'wide)	1600	sq ft	\$12	\$19,200
Combined Lights for street and sidewalk (60' apart)3		EA	\$4,500	\$13,500
Benches	2	EA	\$1,200	\$2,400
Trash Receptacle	2	EA	\$500	\$1,000
TOTAL COST PER BLOCK				\$61,960

levels. A continuous lawn replaces the porous pavers in the tree zone and supports healthy tree growth.

The following elements were analyzed:

- **Street Trees:** species will depend upon the removal of overhead lines, which would allow for more robust species that can grow larger. Trees are assumed to be planted at 40 foot intervals, or approximately 6 trees per block.
- **Sidewalks** are anticipated to be broom finish concrete and will vary in width depending upon the needs of abutting users but should be 10-12 feet in mixed-use and retail zones and no less than 6 feet elsewhere.
- **Tree zones** will be grass in most areas, but would be replaced with porous unit pavers in high pedestrian traffic areas to make a safer condition for users to access parallel parked cars.
- **Lighting** of the corridor will depend upon decisions about overhead utilities. The cost analysis assumes that entirely new vehicular and pedestrian lighting will be introduced into the sidewalks at 60 foot intervals with a second, pedestrian-scale fixture in mixed-use and retail areas.
- **Benches and trash receptacles** were analyzed in mixed-use and retail areas, but would only be added once businesses have been established to maintain them.

Relocation of Overhead Utilities: The City should advance this option as it may prove especially appealing, given the proximity of Interstate 664 just one block away from the Jefferson Avenue corridor; overhead utilities would have little or no impact on homes and businesses in the shadow of the interstate. This is less expensive than undergrounding, (ranging from \$100-\$150 a linear foot, totalling \$270,000 to \$405,000 for the study area).

Residential, Institutional and Auto-Oriented Blocks

Estimated Cost per block averaging 220 feet from curb to curb (one side only)

Item	Quantity/Block	Unit	Unit Cost	Cost/block
Street Trees (30' spacing)	6	EA	\$350	\$2,100
Sidewalk Paving (6' wide)	1,320	sq ft	\$9	\$11,880
Grass in Tree Zone (8' wide)	1,600	sq ft	\$2	\$3,200
Lighting (60' spacing)	3	EA	\$2,500	\$7,500
TOTAL COST PER BLOCK				\$24,680

RELOCATION OF UTILITIES <i>(as illustrated on page 31)</i>	2,700	LF	\$150	\$405,000
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Additional Development Incentives

The design guidelines and additional review recommended in this study are important tools in establishing a quality environment for investment. However, given the other issues in this neighborhood, perceptions of crime and small land holdings, robust incentives and assistance will be necessary to attract investment that will transform the corridor. The first step is to proceed with the redevelopment of the Southeast Commerce Center. Once this is underway, additional development along the corridor should be attracted with other forms of incentives and financial assistance.

The following programs are available and will be necessary to see continued investment in the corridor.

Newport News Enterprise Zone

The Jefferson Avenue Corridor is within one of Newport News' Virginia Enterprise Zones. The Enterprise Zone program provides state and local grants and local tax abatements for qualifying for-profit companies that create new full-time jobs and new taxable investment. State and local incentives include:

- Real Property Investment Grants
- Job Creation Grants
- Partial abatement of the local business license fee
- Partial refund of local utility taxes
- The Relocation/Expansion Cost Reduction Incentive

Funding Public Improvements

While the City has not implemented any Tax Increment Financing Districts, the cost of relocating the overhead utilities along Jefferson Avenue will be substantial and will benefit the entire corridor as well as the Southeast Commerce Center. The City should investigate the costs of this relocation and determine the most effective way of funding this public investment.

Incentives for Private Investment

Historic Tax Credits for applicable building improvements can be applied for by individuals on buildings that are eligible for historic designation. Several buildings on Jefferson Avenue would be eligible. Many land owners need technical assistance in securing tax credits and other assistance for improvements to older buildings.

Newport News has a Facade Improvement Assistance program designed to help owners improve retail, commercial and mixed-use business properties located along main corridors within the City. Main Street Programs can assist with technical support for property owners or businesses for facade improvements.

City or Housing Authority Property

Land Assembly and Cost Write-Down are a common way that city owned parcels can be attractively marketed to potential developers. City owned parcels on Jefferson Avenue will be available for future development and can be priced for appropriate development and developed in conformance with the guidelines in this study.

Several parcels on Jefferson Avenue are owned by the Newport News Redevelopment and Housing Authority and can be redeveloped for mixed-income housing or mixed-use development. Such housing could be either owned and operated by the Housing Authority, or developed by the Economic Development Authority with private entities. In either case, housing and mixed-use development could be located on Jefferson Avenue that would offer alternative housing opportunities to residents within walking distance of transit and services at the SECC.

Some parcels on Jefferson Avenue are owned by local churches. Some of these could be redeveloped to house social or service organizations that would provide locally needed services, employment or even housing for the local community.